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ON NATIONAL PARKS HEARING

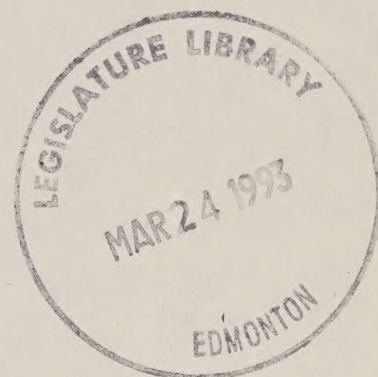
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SUBMISSION TO THE CABINET COMMITTEE ON
NATIONAL PARKS HEARING

Prepared by:

Alberta Recreation Plan Study Team



January - 1971

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LETTER OF TRANSMITTAL

The Honorable G. E. Taylor, Chairman
Cabinet Committee on National Parks Hearing
Highways Building
Edmonton, Alberta

Dear Mr. Taylor:

The Alberta Recreation Plan Study Team is pleased to submit the attached comments relative to National Parks policy and its implications for recreation policy in the Province of Alberta. There are basically three positions which are available to the Alberta Provincial Government relative to the National Parks Hearing. These positions are:

1. That the Provincial Government accept the National Parks policy and Mountain Block Parks provisional master-plans without reservation.
2. That the Provincial Government accept the National Parks policy in principle, reserving the right to seek modification in specific areas.
3. That the Provincial Government reject the National Parks policy and attempt to effect major policy changes.

Our submission is made in the form of two separate but complementary sections.

The first section is our proposal for a draft of the Brief which the Government of the Province of Alberta might present at the National Parks Hearing to be held in Edmonton on April 22 and 23, 1971. In effect this proposed Brief is based on Position No. 2 above namely that the Provincial Government accept the National Parks policy in principle, reserving the right to seek modification in specific areas.

It is the view of the Alberta Recreation Plan Study Team that in order to take a decision relative to the National Parks policy, the Provincial Government must first make several decisions relative to Parks located in Alberta. These would involve answers to such questions as:

- a. To what degree should Provincial Parks policy, classification systems, plans and actions complement the National Parks policy?
- b. To what degree should the Provincial Government encourage more Parks development at the Municipal level?
- c. To what degree should the Provincial Government encourage municipalities to develop Regional Parks Systems jointly?

The answers to these questions will suggest whether there will be a complementary articulated four-level parks system in Alberta or whether some other method will be chosen to meet the varied recreation needs and desires of Albertans and visitors to the Province.

Section No. 2 deals in some depth with our recreation policy recommendation relative to a "four-level parks system", which we feel must be developed to properly serve the broad range of recreation needs and desires of Albertans and visitors to the Province.

When members of the Cabinet Committee have had the opportunity of studying our submission you may wish to seek elaboration and clarification of some of the matters discussed therein. The Study Team will be pleased to meet with your Committee on request.

While, undoubtedly, you and your Cabinet colleagues are aware of the importance of the National Parks Hearing, the Study Team wishes to emphasize the long-range implications of the decision which the Government of the Province of Alberta will be making regarding this matter.

This information is respectfully submitted for your consideration by the Alberta Recreation Plan Study Team:

Larry R. Beres, Project Leader
Alan F. Affleck, Member
Ted D. Frechette, Member
Emmett H. Smith, Member

cc: The Honorable F. Colborne
The Honorable R. Ratzlaff
The Honorable Dr. J. D. Ross
All Alberta Recreation Committee Members
Environment Conservation Authority
Conservation and Utilization Committee Chairman



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SECTION NO. 1 - PROPOSED ALBERTA GOVERNMENT BRIEF FOR
PRESENTATION AT THE MOUNTAIN BLOCK NATIONAL PARKS HEARING

Whereas the Alberta Recreation Plan Study Team recommends to the Government of the Province of Alberta that the National Parks policy be accepted in principle, the following is proposed as a draft of the Brief which the Government of the Province of Alberta may wish to present to the Government of Canada. This proposed Brief comments on specific points, contained in the provisional master-plans for the Mountain Block National Parks, which must be considered if the Provincial Government is to accept the Alberta Recreation Plan Study Team's recommended alternative. The details of the Alberta Recreation Plan Study Team's recommendation will be found in Section No. 2 of this submission.

PROPOSED DRAFT BRIEF

The Government of Alberta wishes to commend the Government of Canada for the progressive approach they have taken relative to the conduct of public hearings concerning the National Parks of Canada. We are sure that individual citizens and other Governments are as pleased with this move as is the Government of the Province of Alberta. We appreciate the opportunity to express our views relative to the National Parks policy as this policy affects the lives of all Canadians and visitors to our country.

The Government of the Province of Alberta wishes to inform the Government of Canada that it agrees in principle with the policy relative to National Parks. That is to say the Government of Alberta accepts National Parks as a special kind of resource to be preserved for the benefit, education and enjoyment of Canadians and visitors to the country. In accepting the National Parks policy in principle our Government reserves the right to disagree with specifics relating to the achievement of the objectives inherent in this policy. We wish to point out some of the specific areas where we disagree and would like to recommend that changes be considered in these areas.

One of our greatest concerns relative to the National Parks policy statement involves the lack of concern for an integrated four-level system of parks (i.e. federal, provincial, regional¹, and municipal levels) which is apparent in your policy statement. It appears that the provisional master-plans for the Mountain Block Parks were developed in isolation and with a lack of communication between the National and Historic Parks Branch and the various levels of park jurisdictions in the Provinces, which must also plan to meet the recreation needs of our residents and visitors. Our Government takes the position that a comprehensive and complementary four-level system of parks must be developed to meet these many and varied recreation needs. The way this four-level system can effectively meet these needs is for all jurisdictions to be involved in the planning and development of the comprehensive articulated

1. The concept "regional level park" is meant to designate a park which is jointly planned and developed by two or more municipalities.

four-level parks system. Since we consider National Parks to be only one facet of this over-all four-level parks system we consider it mandatory that much closer co-operation between the National Parks and our Provincial, Regional and Municipal Park and Recreation Planning Agencies be effected. It is acknowledged that the Federal Government has initiated such co-operation through the development of the Federal-Provincial Parks Conference. In our opinion the Provinces, Alberta included, have neglected to take full advantage of such efforts. Consequently we hereby state our intention to initiate discussions, among all park planning jurisdictions in Alberta, to effect greater co-operation in planning and development of complementary parks systems.

It would appear that the lack of co-operation between the four jurisdictions has led to the Federal Government developing its own Park classifications without taking into consideration the plans of the other park jurisdictions.

Consequently the Government of the Province of Alberta questions the proposed National classifications whereby National Recreation Areas would be established. It is our view that while the need to provide recreation in outdoor settings is recognized, we consider this to be primarily a provincial, regional and municipal rather than a federal responsibility. In addition it is our view that the establishment of such areas might tend to create serious conflicts between the development of National Recreation Areas and the development of National Parks. Since we believe that this could lead to deleterious effects on the National Parks and since we contend that National Parks must be of the utmost concern we suggest that the proposed National classification concerning the establishment of National Recreation Areas be reconsidered.

We are also concerned with the land-use classes which have been developed in the provisional master-plans for the Mountain Block National Parks. We find it difficult to see how the two general types of areas, namely special ecological areas and special historical or cultural features, could be combined under one classification, Class I special areas. This would appear to be particularly troublesome if these land-use classes were mapped and visitors to the Parks were expected to be directed by such maps. It appears that the two types of areas would require two distinct levels of protection and consequently our Government finds it difficult to see how Class I could contain these two different types of areas. In addition we see very little need for Class III, natural environment areas. We find it extremely difficult to see the need for a separate classification simply to provide a buffer zone for Class II. It appears to us that those lands designated as Class III might better be left as Class II areas where restrictions are clear. In addition it seems that were these areas under one classification there would not be the difficult problem of deciding when one had passed from a Class III buffer zone to a Class II wilderness recreation area. It is also our Government's view that Class IV and Class V land-use areas might well be designated as Class V, intensive use areas. We say this in view of the fact that both areas are designated as intensive use areas and in both cases it is admitted that deleterious effects to the environment will undoubtedly take place.

In view of the foregoing comments it appears that it might be much more realistic to have four classes of land-use in the Mountain Block National Parks. There would be two special classes developed from

the two areas now considered as Class I, there would be one class combining those presently included in Class II and Class III, and there would be one class designated for those two areas presently included in Class IV and Class V. Our Government recommends, therefore, that the Government of Canada seriously re-consider the land-use classes which were developed for the Mountain Block National Parks.

In keeping with the primary purpose of National Parks it is our Government's view that the establishment of major service centres for the Parks should be considered outside of but readily accessible to National Parks. We believe that such developments should be encouraged and consequently our Government is prepared to enter into discussion with the Federal Government to consider the possibility of such developments on a co-operative basis. We consider serviced campgrounds to be a type of facility which should be part of such major service centres established outside of the Park. In this regard the Alberta Government considers it undesirable to increase the individual campsites in Jasper National Park to 3,180 and the number of campsites to 5,000 in Banff National Park. We feel that such extensive developments cannot help but detract from the natural environment, on which the Parks are based, and in addition we feel that if major service centres are to be established outside of the National Park boundaries, as we have recommended, there would be no need for such extensive campground developments within the Parks. Our Government also believes that the proposed additional visitor service centres for Jasper National Park, and additional service centres in Banff National Park which have not yet been committed, should be re-evaluated in light of our recommendation.

The Government of the Province of Alberta endorses the Federal policy relative to group camping wherein group camping areas should be specially designed, developed and maintained by the Department to be made available to suitable groups. In this regard we have taken steps to institute a similar policy in Alberta Provincial Parks.

The Government of the Province of Alberta, earlier in this Brief, indicated its position relative to considering National Parks as being necessary to preserve unique, and outstanding natural phenomenon. Consistent with the Federal Government and other Provincial Governments, the Alberta Government is vitally concerned with the issue of pollution and the environment. Consequently we suggest to the Government of Canada, that National Parks must be shining examples of an outstanding environment. In this regard our Government urges the Federal Government to re-consider their plans for sewage and garbage disposal in the National Parks. For example we do not believe that construction of a sewage lagoon system meets the most modern concepts of the type of sewage treatment which is to be part of what might be termed an "exemplary environment".

In view of the position of the Alberta Government that National Parks be considered primarily as "wilderness areas" and in keeping with our recommended land use classification revision we recommend a re-evaluation of the major road extensions so that such extensions do not result in unnecessary intrusions into wilderness areas.

We wish to compliment the Government of Canada for the increasing importance which appears to be placed on programs of interpretation and education. Our Government considers such plans in keeping with Alberta's

concept of National Parks. As well it should be mentioned that our Government and many municipal Governments in our Province have several programs in effect, or under development, which are designed to contribute to the environmental education concept. In this regard we propose close co-operation between all Governments, relative to this area of concern, to ensure that our efforts are complementary.

During our discussion concerning the location of service centres outside of National Parks, we referred to the need for Federal-Provincial co-operation. We believe the concept suggested by the Federal Government, at the bottom of Column 1 on Page 9 in the National Parks Policy Booklet, suggests something slightly different. As we have indicated the Alberta Government is in full agreement with the goal of Federal-Provincial co-operation relative to the planning and development of National Parks and any adjacent services and facilities which would effect them. In view of the fact, however, that all lands outside the National Parks are under Provincial jurisdiction we believe that, following appropriate consultation, our Government must accept the full responsibility for final decisions respecting lands outside the National Parks whether or not complete agreement on all matters has been possible. In the same regard the Federal Government, undoubtedly, would wish a similar responsibility for decisions taken on matters effecting lands within the National Parks.

At this point we wish to make it abundantly clear that the Government of the Province of Alberta does not consider Banff National Park and Jasper National Park, or any of the other three National Parks located in our Province, as Alberta Parks but we believe the Federal Government must

understand our special interest in them which results from the significant effect which these parks have on the lives of all Albertans. In this regard we wish to express interest in the development of all other National Parks in Canada, while admitting to our lack of total information relative to the specific aspects of some of these other major National Parks. We expect, however, that citizens and Governments in other parts of Canada will exhibit a similar interest in ensuring the maintenance of a "true National Parks Concept" in those parts of the country just as we have attempted to do in this part of Canada. Once again we wish to compliment the Government of Canada for holding this Public Hearing and we trust that from such Hearings will come further consultation on matters outlined herein, as well as on other matters of equal importance. In addition we trust that the National Parks of Canada will continue to play an important role in meeting certain of the multitude of recreation needs expressed by Canadians and visitors to our country. We feel that this role can be furthered in part by the establishment of a comprehensive, articulated four-level system of parks which requires close co-operation of Governments and those personnel in Government who are closely allied to this very important field of recreation development.

SECTION NO. 2 - A COMPREHENSIVE PARKS SYSTEM FOR ALBERTA

The Alberta Recreation Plan Study Team is to submit recreation policy recommendations to the Government between March 1, 1971 and August 31, 1971. In view of the fact, however, that the Federal Government has requested submissions relative to National Parks policy the Study Team considers it mandatory that the recreation policy recommendation concerning the relationship between National Parks and Provincial Recreation Services be developed at this time. Consequently while it would not be completely correct to suggest that this policy recommendation is being submitted prematurely it is being submitted earlier than would normally be the case. Despite this the Study Team is of the firm conviction that the policy recommendation being submitted at this time is based on a sufficient volume of data that the recommendation would change very little, if any, when the remaining data are in.

The Cabinet Committee is reminded that the basic format of the Alberta Recreation Policy Plan will be:

1. A statement of the area of concern where it is recommended that recreation policy is required.
2. The recommended policy alternative - the Policy Statement which, in the opinion of the Study Team, is considered to be the most desirable for the Province to adopt.
3. Justification for and consequences of accepting the recreation policy recommendation.

Since the format outlined above is the one which will be used in the Alberta Recreation policy plan and since there is a major policy statement required relating to the National Parks, this format will be used in the present submission.

STATEMENT OF AN AREA OF CONCERN WHERE IT IS RECOMMENDED THAT
RECREATION POLICY BE ESTABLISHED

It is the view of the Alberta Recreation Plan Study Team that in order to adopt a position relative to National Parks policy, the Provincial Government must first decide whether or not there is to be a comprehensive multi-level system of parks in Alberta.

The matter of a system of parks is based on the concept that not all parks are for all people and that numerous, and different, needs or desires of people may be met through different types of parks with different services. In other words if all the recreation needs or desires of people are to be met in parks there must be different parks to meet the variety of recreation needs or desires which are expressed. The Study Team believes there is little possibility of one type of park¹ being able to meet the diverse recreation needs of all Albertans and visitors to the Province, consequently a complementary system consisting of various park types is required. For example it would be impossible to preserve a fragile ecological unit for those who wish to observe and study it and at the same time use the identical unit of land as a motorized all-terrain vehicle park. It might also be emphasized that it is not necessary for a facility such as an all-terrain motorized vehicle park to be located in conjunction with a unique natural phenomenon.

1. Park in this context is defined as a unit of land which meets certain specific recreation needs or desires.

RECOMMENDED RECREATION POLICY ALTERNATIVE

The Alberta Recreation Plan Study Team recommends that the following recreation policy statement be adopted by the Government of the Province of Alberta:

"The Government of the Province of Alberta considers it mandatory that a complementary, comprehensive, multi-level integrated system of parks be provided to meet the recreation needs and desires of residents of and visitors to the Province of Alberta."

It is recognized that while, ideally, parks should be developed in one comprehensive system, jurisdictionally at least three and perhaps four smaller systems are involved. It is felt, however, that through co-operative efforts based on the need and desire to serve residents of and visitors to Alberta the various jurisdictional agencies can work toward the development of one comprehensive system of parks and consequently the Government of the Province of Alberta should encourage the establishment of such a system of parks.

If the Provincial Government accepts the Study Team's recommendation, relative to a parks system, then it may look upon National Parks as one facet of the over-all system. This facet would be designed to meet certain specific recreation needs or desires of people, particularly those which are associated with the preservation of unique, natural phenomenon. Since the proposed National Parks policy and provisional master-plans suggest that National Parks are set aside to preserve a significant natural resource base such as a geological, geographical, biological or historic feature it is quite possible that the Provincial

Government might choose to support the National Parks policy. In view of the fact, however, that the provisional master-plans do not appear to be completely in line with the National Parks policy statement it is recommended that the Government of the Province of Alberta accept the National Parks policy in principle, reserving the right to take exception to specific points in the policy and to specific development concepts as outlined in the provisional master-plans for the Mountain Block National Parks.

The system of parks which is being recommended consists of four jurisdictionally separate systems consisting of several park types which have been designed to form one comprehensive, complementary, articulated four-level parks system.

FEDERAL SYSTEM OF PARKS

- a. National Parks - To be provided by the Federal Government, with the full support and assistance of the Provincial Government. Such assistance and support would involve giving support in principle to the National Parks policy, giving consideration to the development of service centres outside the National Parks, encouraging co-operative planning of all existing or proposed National Parks in the Province of Alberta. The purpose of such parks would be to preserve a significant natural resource base in that they would be established to preserve significant geographical, geological, biological, or historic features for the use and enjoyment of all the people of Canada both now and in the future. Such use relates to uses which

would include, for example, appreciation and study of the natural resource base but which would exclude anything having a deleterious effect on the natural resource base. This is in keeping with the general purpose of the National Parks Act which states:

"The Parks are hereby dedicated to the people of Canada for the benefit, education and enjoyment, subject to the provisions of this Act and the regulations, and such parks shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations".

These parks being dedicated to preservation and emphasizing beauty, education, interpretation and scientific research, would serve to meet some of the wilderness area desires of the residents of the Province of Alberta. This statement is made in view of the fact that there are approximately 3,000 square miles of National Park, exclusive of Wood Buffalo National Park, within the boundaries of the Province of Alberta, much of which may be considered as wilderness.

- b. National Historic Parks - Provided by the Federal Government. The purpose of such parks would be to preserve important historical sites and features for the education and enjoyment of Canadians and visitors to the country.

Discussion

This system of parks would be provided under the jurisdiction of the Federal Government and would be primarily designed to meet the

needs of the residents of Canada, as well as visitors to the country, for the beauty, education, interpretation and scientific research which is possible due to the existence of an outstanding natural resource base. One must not, however, lose sight of the fact that while such parks are dedicated to the citizens of Canada they are much more accessible to the residents of Alberta and consequently are potentially more useable to Albertans. In addition to this remains the fact that Alberta is favoured with a very large acreage of National Parks within its boundaries. Since much of this acreage is mountain wilderness in character and meets very nearly all of the criterion of mountain wilderness areas the view is taken that much of the wilderness areas desires of Alberta residents can be met within the National Parks. It is fully realized that there will be a demand for wilderness areas outside the mountain regions of Alberta, however, this need is provided for in the Provincial System of Parks and could also be met by designating other areas in the Province as National Parks.

Admittedly it is extremely difficult to determine which historic features have national significance and which have provincial significance, however, it does seem reasonable to provide for historic sites at both levels of government and consequently historic sites will also be considered in the Provincial System of Parks.

PROVINCIAL SYSTEM OF PARKS

- c. Provincial Parks - Provided by the Provincial Government, differing from National Parks in that the significant geological, geographical, biological, or historic feature would be those of significance in

the Canadian context but those which, for any number of reasons, are not designated as National Parks by the Federal Government. These parks would, as are the National Parks, be largely natural resource based. It should be noted, however, that these parks may serve some of the outdoor recreation needs of Albertans although only in instances where certain recreation services could easily be provided due to the nature of the natural resource which was being preserved. This facet of the Provincial Parks System would include what commonly might be called wilderness areas. It would be necessary, therefore, to designate the nature of development and types of uses which would be allowed in the different types of Provincial Parks.

- d. Wildlands Recreation Areas - Such areas would involve setting aside a tract of undeveloped land, in an area of scenic beauty and with a high degree of primeval character, with the purpose of providing those recreation experiences which are amenable to wild conditions. Such forms of recreation would include fishing, hunting, trail rides, back packing, wilderness camping, etc. Access to these areas would be limited and the individual undergoing the recreation experience would largely be taking advantage of natural features and natural conditions, rather than man-made features, for such experiences. Wildland Recreation Areas would be designated as multiple-use areas with recreation being given highest priority. This type of recreation area would, therefore, fall somewhere between the wilderness

concept, as found in a National Park or Provincial Park, and intensively developed and used recreation areas, as found in a Regional Recreation and/or Conservation Area.

The concept of multiple-use which is being considered here is where areas within the unit are used for the purposes for which they are best suited (in this case, recreation) and for such additional purposes as do not conflict with the best or optimum use. Multiple-use, in this context, does not mean that all possible uses of a tract of land should take place simultaneously. Use of natural areas for a single purpose may occur in this concept of a multiple-use scheme. As a consequence Wildlands Recreation Areas would not be wilderness areas in the strictest definition of the word but would provide a quality wilderness environment for the pursuit of those recreation experiences which can best be obtained in natural surroundings where access is controlled or limited.

- e. Provincial Historic or Natural Sites - The purpose of this facet of the system would be to preserve important historical or natural sites and features for the education and enjoyment of Albertans and visitors to the Province. Such sites would differ from National Historic Sites in that while they may have national significance they would be those which, for various reasons, the Federal Government did not wish to designate as National Sites. The natural areas which would be included in this facet of the Provincial Parks System are those which are of such significance that they would not be included in

the Regional Recreation and Conservation Area- or it may well be that they would be located in a remote area of the Province where there is little or no possibility of a Regional Recreation and/or Conservation Area Governing Authority being established.

- f. Provincial Special-Use Parks - The purpose of this type of area would be to meet diverse recreational needs of the residents of Alberta and visitors to the Province. The location of such areas, to a limited extent, would be dependent upon the natural resource base but would largely be located in response to the needs for such recreation services. Included in this facet of the Provincial Parks System would be such areas as road-side campsites, which would be designated to provide semi-serviced camp facilities and rest-stops for the travelling public on non-urban land adjacent to travelled routes. In addition this facet of the system might include all-terrain vehicle trails, riding and hiking trails, group camping areas and similar areas and facilities which are outstanding, in terms of the natural resource base upon which the facility depends, or which are not appropriate, for some reason or other, in the regional context. It should be noted that this facet of the parks system is not designated specifically to meet local needs but, in fact, should serve a large portion of the residents of the Province, consequently these Special-Use Areas must be of such a nature that they will attract or be attractive to a large portion of the residents of Alberta and visitors to the Province.

REGIONAL PARKS SYSTEM

- g. Regional Recreation and/or Conservation Areas - These would be provided by regional governing authorities with financial assistance and planning co-operation from the Provincial Department. The purpose of these areas would vary and consequently there would be several facets to the regional parks system. The purpose of such areas might be to offer recreational opportunities on intensively developed lands in outdoor settings. The purpose might also be to conserve certain outstanding resource units through the limitation of certain land uses and development of resources for programs of conservation and education. In addition it might well be that such areas would involve setting aside natural areas to preserve, for scientific or interpretative recreation interest, an area of outstanding scenic quality or a natural or historic feature of special interest. These areas might remain undeveloped and be set aside and preserved for viewing and interpretation by those interested in such activities.

DISCUSSION

The concept of a regional recreation and parks system is not a new one despite the fact such a system does not exist in a great number of jurisdictions throughout Canada. The basic purpose of such a system is to meet the recreation and open-space needs outside, but within reasonable proximity, of the urban environment. Such areas are generally

not natural resource based although in certain instances a secondary objective or reason for locating a regional recreation or conservation area may well be a suitable, though usually not unique, resource base. To date these needs have partially been met by those Provincial Parks which were established for reasons other than their unique natural resource base.

Regional Recreation and Conservation Areas are also predicated on the fact that it is desirable for those people who are primarily being served by such areas to make input to the planning and development of the areas. Consequently Regional Recreation and Conservation Areas require a regional governing authority for purposes of planning and administration. There are several different ways of establishing such an authority, however, the principles involved are generally the same. These principles would include the following factors:

- a. Regional Governing Authorities are established at the initiation of the municipalities concerned.
- b. Representation on the Regional Authority is usually by agreement between the municipalities concerned.
- c. A Regional Authority is a body corporate.
- d. The Provincial Government generally accepts a significant financial responsibility (usually 60%) for capital development of regional recreation and/or conservation areas.
- e. The Regional Authority has full responsibility for planning and development in their jurisdiction although technical advice in planning and designing as well as operating such facilities is usually provided free of charge by the Provincial Government. In addition co-ordination of planning is usually the prerogative of the Provincial Government in view of the fact that they participate, to a large extent, in financing capital costs of the development of such areas.

- f. Regional authorities hire their own personnel to operate the areas under their jurisdiction.
- g. The regional authority determines its own budget and appropriates the costs to the participating municipalities on the basis of the authority's decision as to the percentage of benefits received by each municipality.

MUNICIPAL PARKS SYSTEM

This system would be provided by Municipal Governing Authorities, the purpose of such a system being to meet the open-space and recreation needs of urban residents in the urban setting. These needs are generally met through the provision of programs in the arts, athletics and outdoor living and the operation of such facilities as zoos, arboretums, swimming pools, greenhouses, athletic stadiums, and similar leisure facilities such as libraries, playgrounds, etc.

Municipal parks systems are established in a large number of Alberta municipalities particularly those of city, town or village status.

GENERAL DISCUSSION

The system outlined above, consisting in fact of four separate systems, is designed to meet the various recreation needs and desires of the citizens of Alberta and visitors to the Province. This system allows the various jurisdictions to each fill certain recreation needs or desires, in most cases those which appear most appropriate to their level of jurisdiction. It will be noted that in certain instances there are two or more jurisdictions providing similar services. For example,

it will be noted that National Parks as well as Provincial Parks are designated as entities which are designed to protect a unique natural resource. One may suggest that if there is a National Parks System then there would be no need for a Provincial Parks System. The view taken here is that there is a need for both. This presumed need is based on the fact that such parks are largely located on the basis of the geographic occurrence of the unique feature rather than completely in relation to the needs of people i.e. adjacent to major population centres. Consequently it is felt that a Provincial Parks System is needed to enable a larger percentage of the residents of and visitors to the Province to avail themselves to the opportunities provided in conjunction with the preservation of a unique natural resource.

In general terms the Provincial System is designed to provide areas which have appeal and meet certain specific recreation needs or desires of the majority of the residents of the Province, not only those residents who happen to live near the area or facility, despite the fact that those living near the area or facility will undoubtedly have greater access to it.

Similarly the Federal System is designed to meet certain specific recreation needs and desires of Canadians at large and consequently the Federal areas will be equally attractive to those from the East Coast as they will to Albertans despite the fact that Albertans have much greater access to major parks in the system.

The Regional Parks System is suggested as the most appropriate way of meeting those needs, which are not now being met by design, at the Provincial level or at the municipal level and which appear, in general, to be outside the jurisdiction of any of the presently existing governing authorities.

A Municipal Parks System is established in a great number of Alberta municipalities and is designed to meet certain recreational needs and desires of the residents of the Municipal Governing Authority.

In designing this four-level system a minimum of overlap was one of the primary objectives in addition to an attempt to fully meet the wide variety of recreation needs and interests of the residents of and visitors to the Province of Alberta.

The proposed system includes the following types of parks:

A PROPOSED SYSTEM OF PARKS IN ALBERTA

Name of Park in Proposed System

Meets Criterion of Park
(see page 24)

4-level System	National System	a) National Park	B + A
		b) National Historic Sites	C
	Provin- cial System	c) Provincial Parks	B + A
		Provincial Wilderness Areas	A
		d) Wildlands Recreation Areas	D
		e) Provincial Historic Sites	C
		Provincial Natural Sites	C
		f) Provincial Special-Use Recreation Areas	E
		- Fishing Park	
		- Campsite	
		- Hiking Trail	
		- etc.	
Regional System	g)	Regional Recreation Area	F + G
		Regional Conservation Area	H
		Regional Natural or Historic Area	C
Munici- pal System	h)	Municipal Parks & Recreation Areas	F + G + H + I

PARK PURPOSES

The following parks are suggested as the different types of parks which would be required if each park had a single distinct purpose and if in total they were designed to meet a broad range of recreation needs and desires:

- Park A - An area of wild, relatively untouched, primeval land which is set aside to preserve an ecological system in its primeval state which allows research, educational and passive recreational use only to the extent that it does not interfere with the wild primeval state of the area. (Sometimes referred to as a Wilderness Area)
- Park B - An area of land set aside to preserve or protect some outstanding natural occurrence, allowing viewing, education and interpretation uses to an extent that will not destroy the occurrence. (Sometimes referred to as a National or Provincial Park or Natural Area)
- Park C - An area of land set aside to preserve and protect an important historic feature, site or building. (Often called a National or Provincial Historic Site)
- Park D - An area of relatively natural wild land set aside to be used primarily for recreation pursuits related to the natural resource with multiple-use of the natural resources occurring only in cases that do not conflict with the recreational use of the area. (May be called Wildlands Recreation Area)
- Park E - An area of land set aside to provide for a particular recreational activity or pursuit related to the natural resource and intensively developed for this means. Such uses as camping, beach activities, snowmobiling, fishing, hunting, hiking, etc. (May be called Special Use Recreation Areas)
- Park F - An area of land set aside to provide recreational opportunities on intensively developed lands in an outdoor setting. (May be called Regional Parks or Municipal Parks)
- Park G - An area of land set aside to provide open space. (May be called a Regional or Municipal Park)
- Park H - An area of land set aside to provide educational opportunities and program of conservation. (May be called Conservation Areas)
- Park I - An area of land set aside and developed to provide aesthetic beauty and viewing enjoyment. (Usually a Municipal Park)

PARK SYSTEMS		Existing Park System			Single Use Park System									Park System I (Recommended Alternative)													
JURISDICTION		F	P				M									F	P	R									
SYSTEM COMPONENTS.		National Park	National Historic Park	Provincial Park	Provincial Park Natural Areas	Provincial Wilderness Park	Provincial Park Historic Site	Highway Corridor	Forest Service Recreation Area	Municipal Park System	Park A	Park B	Park C	Park D	Park E	Park F	Park G	Park H	Park I	National Park	National Historic Park	Provincial Park	Wildland Recreation Area	Provincial Historic or Natural Sites	Provincial Special Use Park	Regional Recreation Area	Regional Conservation Area
Purpose	Preservation of outstanding natural occurrences.	#	o	#	#				o		o	#								#	#			o		o	
	Preservation of specific ecological units.	o		o	#						#						o			#	#					o	
	Preservation of historical resource.	o	#	o	o	#			o				#							o	o	o				o	
	Provide areas for education and interpretation.	#	#	#	#	o	#		o	o	o	o	o	o						o	o	o	o	#	o	o	
	Provide areas for natural scenery and aesthetic beauty.	#	#	#	#				o	o	#	o	#	o	o	o	o	o		o	o	o	o	o	#	#	
	Provide areas to enjoy a wilderness experience.	#			#						o		#	o						#	#	#			o	o	
	Provide Areas to enjoy a hunting experience.				#							o		#	o							#			o	o	
	Provide areas to enjoy a fishing experience.	#	#	#					o	o		o		#	o	o						#			o	o	
	Provide areas to enjoy physical activity related to natural resources.	o	#	o	o		#	#	#		o	o	o	o	#						o	o	o		#	#	o
	Provide areas to enjoy physical activity related to man-made facilities.								#								#								o	#	
	Provide open-space in developed areas.								#							o	#	o									o
	Provide areas for research in the natural sciences.	o		o	o							o	o						#		o	o	o	o			o
	Provide for multiple-use of lands with recreation as highest priority use.		o												#								#				#
Recreation Desires	Desire for solitude or privacy.	#	#	o	#			#	#	#	#	#	#	#	o		o	o	o	#	#	#	o	o	o	o	
	Desire for natural surroundings.	#	#	#	#			#	#	#	#	#	#	#	#	o	o	o		#	#	#	#	#	#	#	
	Desire for physical activity.	o	o	o	#	o	o	#	#	#	#	o	#	#	#	o	o	o	o	o	o					o	
	Desire for relaxation.	#	#	#	#	o	#	#	#	#	#	#	#	#	o	o	o	o	o	#	#	#	o	o	o	o	
	Desire for aesthetic beauty.	#	#	#	#			#	#	#	#	#	#	#	o	#	o	#	#	#	#	#	o	o		#	
	Desire for open-space.	#	#	#	#	o	#	#	#	#	#	#	#	#	#	#	#	#	#	#	#	#	#	#	#	#	
	Desire for historical continuity.	#	#	#	o	#		o			#									o	o						
	Desire for nature education.	#	#	#	#	#		#	#	#	#	#	#	#	o	#	#			#	#	o	#	o	#	#	
	Desire for variety of surroundings and experiences.	#	o	#	#	o	o	#	#	#	#	o	#	#	#	#	o	o	#	#	o	#	o			#	
Desire for adventure.	#	#	#				o	#	#	#	#	#	#	#	#	#	#	#	#	#	#	o	#	#	#		
Location Consideration	Location dependent upon natural resource base.	#	#	o	#	#	#	o	o	o	#	#	#	#	#		#	o	#	#	#	#	#	#	#	#	
	Location dependent upon accessibility as distance.		o					#								#	#	o	o								
	Located so as to be used in daily leisure time.							#								o	o										
	Located so as to be used on day outings.		o													o	o										
	Location dependent upon some other use.						#																	#			
Established to Serve	Municipal residents.							#	#	#	#	#	#	#	#	#	#	#	#								
	Regional residents.			o							#	#	#	#	#	#	#	#	#							#	
	Provincial residents.			#	#	#	#	#			#	#	#	#	#	#	#	#	#								
	Canadian residents.	#	#					#			#	#	#	#	#	#	#	#	#	#	#	#	#	#	#	#	
	Foreign visitors.	#	#					#			#	#	#	#	#	#	#	#	#	#	#	#	#	#	#	#	
Funding Involvement	Federal	#	#																	#	#						
	Provincial			#	#	#	#	#	o																o	o	
	Regional																								o	o	
	Municipal									o																	

KEY: # Primarily or completely
o Partially or secondary consideration
F Federal
P Provincial
M Municipal
R Regional

